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A PROPOSAL FOR IMPROVING THE OPERATIONAL
TRAINING AND EVALUATION OF SELECTED
RESERVE CREWS OF THE ANTI-SUBMARINE
WARFARE COMPONENT (SURFACE)

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A PROPOSAL FOR IMPROVING THE OPERATIONAL
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CREWS OF THE ANTISUBMARINE WARFARE COMPONENT (SURFACE)

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Master of Science in Management

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by
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//

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FORWARD

This paper has as its purpose an evaluation of the organization and training aspect of the Reserve Crew Program of the Antisubmarine Warfare Component (Surface) of the Selected Reserve. Preliminary preparation and investigation of the subject made it apparent that this study could best serve its purpose if it were confined to two major parameters: (1) Division relations of the Naval Reserve Antisubmarine Warfare Components and (2) operational training and evaluation of these units. It is toward these two areas that most past criticisms have been directed.

The views presented in this paper are based upon personal experience and observation. As Executive Officer of a Naval Reserve Training ship, and later as Operations Officer of Reserve Destroyer Squadron THIRTY, the author has had the advantage of many contacts with officers and enlisted men of Reserve Crews. He has listened to informal wardroom discussions between ships' officers and Reserve Crew officers concerning areas in which managerial improvement was required.

In these discussions, at which ships' Commanding Officers and Reserve Crew Commanding Officers were participants, it was agreed that the Reserve Crew concept was a good one.

It was agreed, secondly, that the organization under which these crews were training was far from satisfactory, that it should be a dynamic organization and not so preoccupied with unimportant details that the sight of the mission was lost. Stress

should be placed not on the time-honored documentation of actions for self-preservation, but rather on centralized supervision and its responsibilities. It should be mission centered rather than survival centered. It certainly should be more positive than negative. And finally it was agreed that the organization should present a coherent frame of reference by which all Reserve crews could be trained and evaluated under a single management.

The proposals that this study presents have been in keeping with these premises.

The Selected Reservists of Reserve Crews are men dedicated to duty. They are volunteer civilians who at an instant's notice can be called to muster for combat with preconceived orders. There can be no doubt as to the potential of these Reservists. Many already possess experience and high degrees of skills in antisubmarine warfare. The manpower quality is present in the Reserve Crews for continuous development into excellent fighting units. It becomes the responsibility of the United States Navy to provide these Reserve Crews with an organization fully able and prepared to produce the most efficient fighting units possible.

This evaluation looks at the organizational structure under which the Reserve Crews operate. A definition of terms used has been included in Chapter I to aid the reader in clearly understanding the terminology and shades of differences of authority and responsibility existing under these organizations. It is

important that these definitions be clearly understood so that the development of the premise that there is a better and more effective way of training these crews may be appreciated.

Chapter II presents a series of basic assumptions which are considered to be necessary before planning and organizing can begin. They are not set down in the order in which their fulfillment is expected or desired.

Chapter III criticizes the present concept of Naval District responsibilities for training Reserve Crews, takes a second look at the Reserve Destroyer Escort Division Commander (USNR-R), and reviews the annual Active Duty for Training being offered Reserve Crews.

A proposed centralization of effort is expounded in Chapter IV, with summaries and conclusions drawn in the closing chapter.

As this study is prepared the forty Reserve Crews of the Antisubmarine Warfare Component have responded to the President's summons for ships and men to effect a buildup of the Navy. Events of the times have overtaken plans for further development of the Antisubmarine Warfare Component.

If this paper will in any manner stimulate thinking in terms of basic objectives for the organization and training of Reserve Crews, and the most efficient means of attaining these objectives, it will have served its purpose.

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CHAPTER I

THE PROBLEM AND DEFINITIONS OF TERMS USED

In order to carry out its mission of controlling the sea lanes vital to the security of this nation in any emergency, it is necessary that the United States Navy be able to expand very rapidly. This may be accomplished only by the continued efforts of our planners to maintain a strong and ready Naval Reserve. A strong and ready Naval Reserve cannot be achieved by numerical strength alone. The Antisubmarine Warfare Component of the Selected Reserve must, by definition, be well trained in the latest naval weapons and be familiar with current strategy and tactics. Strong and dynamic Reserve Crews are vital to our national security. The demands of modern warfare will require their immediate response to any future mobilization. Our Selected Reservists are constantly training to supply instant support in defending our nation, particularly as it relates to the Soviet submarine menace, one of the gravest military threats we face today. Every American should be grateful to these dedicated citizens who volunteer their time and efforts to keep trained and ready should their country need them.

I. THE PROBLEM

Statement of the Problem. It is the purpose of this paper to consider other methods than those that are currently in effect

to improve the posture of our Reserve Crews in the fulfillment of their antisubmarine warfare commitments during periods of national emergency. The areas under consideration are limited to

(1) Division relations of the Naval Reserve Antisubmarine Warfare Components, and (2) operational training and evaluation of these units.

Importance of the Study. One step in insuring "who" is responsible for "what" in the Naval Reserve structure was the establishment of the Naval Reserve Training Command in Omaha, Nebraska in 1956. From this centrally located headquarters the Command directs, supervises, inspects and evaluates training and administration of all Naval Reserve units (other than air). At the close of Fiscal Year 1960, Commander, Naval Reserve Training Command's stated goal was the dual objective: "buildup of strength to acceptable levels, and continued improvement in the state of training and readiness".¹ At the conclusion of Fiscal Year 1961, Commander, Naval Reserve Training Command reported an increase of nine thousand reservists in total numbers, and that in its state of training and readiness the Selected Reserve "continued to make substantial progress".²

¹ Naval Reserve Training Command, Annual Report Fiscal Year 1961 of the Naval Reserve Program. (Omaha, Nebraska: Naval Reserve Training Command, 1961), p. 4 (Italics not in the original).

² Ibid.

The goal for Fiscal Year 1962 was similar: "to ensure that our Naval Reserve officers and enlisted personnel are trained and ready in the proper numbers, ratings and specialties to augment our active forces when and where needed". To accomplish this goal efforts were to be directed toward maintaining strength, closer adherence to unit training allowances, more³ effective training.

To place this study in the proper perspective it is considered necessary that an understanding of the time available to members of the Selected Reserve Program for the accomplishment of their training be realized. At best but ten per cent of the time of Reservists is devoted to their military and professional improvement. They spend time equivalent to about thirty eight working days in the ships they will man if and when they are needed, while active duty personnel spend 242 days or more in training. The remainder of their time is devoted to earning their livelihood in civilian life. Considered in these terms, their performance in the Reserve Program is remarkable. It must be borne in mind that "the Naval Reserve has its full share of individuals who are as devoted to the Navy and its future as the most dedicated members of the Regular component".⁴

³

Ibid., (Italics not in the original).

⁴

Ibid., p. 3.

Considering the limited hours available for training, and without subtracting lost time at drill caused by administrative requirements, it is evident that this time available must be utilized to its utmost. Time lost due to lost motion, time consumed standing by waiting for the wheels to grind must be completely eliminated from the Reservists' schedule.

II. DEFINITIONS OF TERMS USED

1. Selected Reserve. The Chief of Naval Operations established the Selected Reserve in February of 1958 and defined it as: "Those units and individuals within the Ready Reserve of the Naval Reserve designated by the Chief of Naval Operations as so essential to initial wartime missions as to require priority treatment. In addition to personnel, the Selected Reserve Forces include Selected Reserve Ships and Selected Reserve Aircraft".

2. Mission of the Selected Reserve. To maintain the Selected Reserve Forces in a state of training, readiness and availability for employment in the active forces as may be directed by the Chief of Naval Operations in order to increase the capabilities of the active forces upon the outbreak of hostilities or declaration of an emergency.

3. Availability of the Selected Reserve. Membership in a Selected Reserve unit requires that an individual be a Ready Reservist. Members of the Ready Reserve are liable for active

duty either in time of war or in time of national emergency declared by the Congress or proclaimed by the President.

4. Readiness of the Selected Reserve. Eligibility for assignment to the Selected Reserve is contingent upon the acceptance of individual Type A Mobilization Orders. These orders direct the individual to report to a specific location and provide that the orders will be executed either (1) automatically, without further directive, in the event of enemy attack upon the continental United States or upon the execution of general mobilization, or (2) only when further directed in the case of limited emergency. Further, the Selected Reservist's records and necessary papers are preprocessed to the maximum extent possible. Thus, provision has been made for the Selected Reservist to be ready to respond to varying degrees of emergency.

5. Training of the Selected Reserve. Complete readiness is dependent upon the concurrent maintenance of an adequate level of training. Personnel assigned to Selected Reserve programs must be sufficiently trained to permit their immediate use in an active duty billet without further training. There will probably not be time for any further training once the need for these personnel exists. Therefore, the primary function of the programs and units of the Selected Reserve is to provide and maintain an adequate state of training of the individuals and units assigned.

6. Antisubmarine Warfare Component. The mission of this component is to provide trained antisubmarine warfare forces capable of deploying immediately at full war complement. This component is composed of Antisubmarine Warfare Reserve Crews and their assigned ships of destroyer and destroyer escort types.

7. Selected Reserve Crews. Selected Reserve Crews of the Antisubmarine Warfare Component have been assigned to destroyer escorts which are part of the Selected Reserve Forces (Group II "In-Service" destroyer escorts), and to those destroyers of the Atlantic and Pacific Fleets that have been designated as Naval Reserve training ships (Group I "In-Commission" destroyers). The allowances for the Reserve Crews of these ships provide for the man-for-man difference, by rank, rating, and paygrade, between the present active duty crew and the full wartime complement of the ship. The training billet in the Reserve Crew to which the Selected Reservist is assigned is the billet for which the Reservist has been issued Type A Mobilization Orders. It is required that members of the Reserve Crew reside close enough to the location of their ship that they may be able to report within a few hours when needed. Thus, these ships with their active duty personnel and Reserve Crew personnel combined, are available as additional fully manned units to augment the active fleet. The Reservists then are training with the very equipment they will man in event of mobilization.

8. Reserve Crew Fourth Section. A Reserve Crew Fourth Section based in a Naval Reserve Training Center, but under the command of the Commanding Officer of the Reserve Crew, has been authorized. Each Fourth Section has a personnel allowance about one-third the size of the Reserve Crew. These units have the important function of recruiting and training for the Reserve Crew. Members of the Reserve Crew may be temporarily reassigned to the Fourth Section for certain formal training best accomplished ashore. It is anticipated that first enlistees will enter the Reserve Crew via the Fourth Section.

9. Group I "In-Commission" Naval Reserve Training Ships. These ships are of the destroyer and destroyer escort types. They have as a primary mission the training of personnel of the Fleet Augmentation Component of the Selected Reserve during their two weeks Active Duty for Training period, and additionally the training of their assigned Reserve Crews. Such ships are normally the units which comprise Reserve Destroyer Squadrons under the administrative command of Commander, Destroyer Force, United States Atlantic Fleet and Commander, Cruiser-Destroyer Force, United States Pacific Fleet. Operational control of these ships remains with the type commanders for overhaul, refresher training following overhaul, tender periods and at such other times as the type commander may require their services. At all other times the employment schedules for reserve training cruises are

prepared by Commander, Naval Reserve Training Command with operational control vested in that particular Naval District Commandant responsible for the cruise. The Reserve Destroyer Squadron has a normal squadron organization and chain of command existing with the type commander.

10. Group II "In-Service" Naval Reserve Training Ships.

These ships comprise part of the Selected Reserve Forces and are not considered part of the active fleet. They are under the operational and administrative control of the Naval District Commandant to which they are assigned. Normally the Group II destroyer escorts operate underway only when their Reserve Crews are embarked for weekend training or annual Active Duty for Training. In each case where the Commandant considers the active duty nucleus crew Officer-in Charge qualified for limited underway operations, and determines that the available nucleus crew is adequate for the safe operation of the ship, the Commandant is authorized to approve such operations. This is intended only for moving the ship when necessary for repairs, post repair trials, other log requirements or emergencies. The ship is not available for underway training of personnel other than the Reserve Crew.

11. Naval Reserve Destroyer Escort Division Commander.

The mission of the Naval Reserve Destroyer Escort Division Commander is to assist the Commandant in the effective military command, operations, administration and training of the assigned units of

the Selected Reserve during authorized training periods. He is charged especially with the training and supervision of all Naval Reserve Training Group II destroyer escorts and the assigned Reserve Crews within his respective Naval District. One Naval Reserve Destroyer Escort Division Commander is authorized in each Naval District. It is to be noted that the Naval Reserve Destroyer Escort Division Commander is not under the administrative command of the Type Commander nor does he report to the Reserve Destroyer Squadron Commander.

12. Submarine Program. The specific mission of this program is to provide officer and enlisted personnel, trained for submarine duty, who are available for immediate assignment to active duty upon the initiation of hostilities or when directed by the Chief of Naval Operations in order to augment the personnel of the Submarine Force. At the site of each Naval Reserve Submarine Division there is an inactivated submarine, under an Officer-in-Charge with several enlisted shipkeepers, all especially selected, qualified submariners. There are no Group I or Group II submarines and associated Reserve Crews.

13. Weekend Underway Training. Scheduled for Reserve Crews by Commander, Naval Reserve Training Command, Weekend Underway Training is normally conducted on the third weekend of each month. Every effort is made to schedule submarine services on these weekends. Multi-ship operations for all Reserve Crews in

the Naval District are scheduled in order to provide the best possible training. Reserve Crews have been authorized to conduct a fifth drill each month on the Friday night preceeding the regular weekend drill. This drill not only provides a period for preparation and planning required to get the ship underway the following day, but also has the additional incentive of more pay.

14. Annual Active Duty for Training. All personnel of a Reserve Crew are normally required to take annual Active Duty for Training with their unit. Such training is to complement weekend drills and is aimed toward bringing the ship (Active Duty Nucleus Crew and Reserve Crew) to a state of training comparable to active Fleet ships. The Active Duty for Training period must be a highly concentrated period of training with major emphasis placed on antisubmarine warfare when not scheduled with a Fleet Training Command. All Antisubmarine Warfare Reserve Crews in a Naval District will normally perform their annual Active Duty for Training at the same time.

CHAPTER II

ASSUMPTIONS

"Only when our arms are sufficient beyond a doubt can we be certain beyond a doubt that they will never be employed."

1

--John F. Kennedy

The recall to active duty of forty Naval Reserve Training ships and Reserve Crews of the Antisubmarine Warfare Component of the Selected Reserve has temporarily reduced the Commandants' activities in the field of Reserve Crew training. The Fourth Sections of these crews, and the Naval District Reserve Destroyer Escort Division Commanders and their staffs were not recalled to active duty. They continue to meet one weekend each month in Naval Reserve Training Centers.

In order to develop the premise that there exists two specific areas where major improvement in the organization and training of Reserve Crews of the Antisubmarine Warfare Component are required, it is necessary to make basic assumptions upon which a new organization and training concept can be based.

1. Release from Active Duty of Reserve Crews. A twelve month period was indicated by President Kennedy as the expected

1

President John F. Kennedy, Inaugural Address, Washington, D.C., January 20, 1961.

length of active duty to be performed by recalled Reserve Crews. It is a reasonable assumption, in the light of events which have transpired in the last eight months, that Reserve Crews recalled to active duty during the late summer months of 1961 may be expected to be released to inactive duty in August of 1962.

2. Reformation of Reserve Destroyer Squadrons. The concept of destroyer squadrons designated as Reserve Destroyer Squadrons and assigned the primary mission of training Selected Reservists has proven to be both practical and efficient. Ships assigned to these squadrons are especially prepared to train reservists. Evaluation of training received by Reservists cruising in ships assigned to these squadrons indicate that training received in these ships was superior to that offered in other Fleet ships not oriented to Reserve Training.² That the Chief of Naval Operations considers this program to be a sound one was indicated³ by his proposal to add additional destroyers to the program.

2

Naval Reserve Training Command, Preparation for Active Duty for Training, Post Active Duty Training Unit Processing, and Conduct of Reserve Training Afloat, (Naval Reserve Training Command Instruction PL571.1D, 11 May 1959, Appendix K. Omaha, Nebraska; Naval Reserve Training Command, 1959), p. K-1.

3

United States Congress, House of Representatives, Committee on Appropriations, Department of Defense Appropriations for 1962, Hearing before Subcommittee, 87th Congress, 2nd Session, February 20-March 1, 1962, Part I. (Washington: Government Printing Office, 1962), p. 490.

The importance of these squadrons in providing quality training justifies the reforming of Reserve Destroyer Squadrons.

3. A Closer Relationship and Unity of Purpose Will Exist Between Active Duty Nucleus Crews and Reserve Crews. There has been evidence in the past of dissention existing between members of the Active Duty Nucleus Crews and Reserve Crews. This was manifested in many small ways. Always a concern of the Commanding Officers or Officers-in-Charge of Group I and Group II ships and the Commanding Officers of Reserve Crews, the conditions nevertheless existed, especially among the lower rated and younger personnel. For the most part the Active Duty Nucleus Crews were the active participants. Much progress toward the elimination of these petty but nevertheless important feelings of ill will occurred as the crews learned to know and understand each other's differences; however, progress was slowed by the relatively short periods of weekend training performed together. The active duty period of twelve months will serve to integrate these crews to a level of common understanding and purpose. Living, training and working together as a single team with a common purpose, under the same conditions for all, will bind the crews together. It may be assumed that this solidarity will carry over to the post active duty period.

4. There will be Disaffiliations by Some Members of the Reserve Crews During the Immediate Post Active Duty Period. "Navy

Reservists have quietly gone to duty with newly activated warships, in fleet units throughout the world," wrote General Thomas D. White, retired Air Force Chief of Staff, in an article describing the role of the Reservists during the Berlin crisis.⁴ As members of a volunteer Naval Reserve the majority of Selected Reservists were prepared to assume their responsibilities to the nation. While 337 officers affiliated with Reserve Crews were recalled to Active Duty, only twelve were given deferment, of 3,820 enlisted members of the Reserve Crews recalled, only ninety nine were given⁵ deferments. In both instances the deferees were reassigned to the Fourth Sections of their respective crews. However, some of the recalled officers and enlisted members will experience economic hardships during their periods of active duty. Some will have pressures exerted upon them by their employers to drop out of the Naval Reserve upon their return to civilian employment, others will have equally as compelling reasons for leaving the Selected Reserve Program. Because of the volunteer aspect of the Naval Reserve Program however, it is expected that disaffiliations will be nominal in number.

4

General Thomas D. White, USAF (Ret), "The Reservists' Role--A Vital One", News Week, January 1, 1962, p. 11.

5

Naval Reserve Training Command, ASW Reserve Crew Final Report, October, 1961 (Naval Reserve Training Command Notice 3590, 1 December, 1961, Enclosure (11). Omaha, Nebraska: Naval Reserve Training Command, 1961), p. 3.

5. The Strength of the Fourth Sections Will Increase.

Average strength of the Fourth Sections affiliated with the Reserve Crews was 33 per cent as of 31 August, 1961.⁵ With the increased awareness of the importance of Reserve Crews in augmenting the nation's antisubmarine warfare posture, and because of the infancy of the Fourth Section program at the time of mobilization, continued recruiting for the Fourth Sections cannot help but increase their numbers.

6. The Degree of Personnel Readiness of Reserve Crews Will Increase. The Active Duty Nucleus Crew and Reserve Crews are now training as single units under the leadership of their Type Commanders. The standards set for them are the same as those standards set for all other destroyers and destroyer escorts within the Force. The increase in the tempo of operations, the adherence to long range training programs, the variety of operations being performed, the value of pre- and post-exercise conferences and critiques, each will serve to advance the individual, team and unit personnel readiness stature of the Reserve Crews.

7. It is Necessary to Introduce Fleet Operational Concepts and Standards into Weekend and Annual Training Periods.

The improvement of the operational readiness of the Reserve Crews

Naval Reserve Training Command, Reserve Crews and Fourth Sections (Naval Reserve Training Command Notice 3590, 16 November, 1961, Enclosure (11). Omaha Nebraska: Naval Reserve Training Command, 1961), p. 3.

achieved during their active duty period outmodes the tempo of weekend and annual training previously recieved. New skills and standards have been achieved by the Reserve Crews. These cannot be allowed to deteriorate in the post-active duty period.

8. There must be a Greater and More Efficient Utilization of Reserve Manpower in Connection with Reserve Crews. Serious personnel shortages in critical rates existed in Reserve Crews prior to their being ordered to active duty. The present petty officer supply in drilling units depends largely upon the recruit input of three or four years ago; our future petty officer supply three or four years hence depends upon our recruit input now. Many older petty officers are approaching the end of their enlistment contracts or will soon be retired.⁷ One major difficulty in conducting underway Reserve Crew training is the general shortage of Boilermen, Machinists Mates and Sonarmen. In at least two instances, commanding officers of Group II ships have reported that Reserve Boilermen they had succeeded in recruiting dropped out of their Reserve Crews after two weeks of watch-and-watch in the firerooms during annual Active Duty for Training.⁸ Part of the solution is for the Commandants to order

7

Naval Reserve Training Command, Annual Report Fiscal Year 1961 of the Naval Reserve Program. (Omaha, Nebraska: Naval Reserve Training Command, 1961), p. 17.

8

Ibid., p. 28.

additional critical ratings, either Active Duty personnel on a Temporary Additional Duty basis, or Fleet Augmentation Component Reservists to the ships before they cruise. These measures however are substitutions, not solutions. Critical manpower belongs where it is needed, not in secondary units.

9. Better Management Practices and Organizational Structures Can be Used. The organizational structure under which the Reserve Crews train should be Fleet configured rather than taking on the features of a Naval District organization. There should be centralization of the training and evaluation functions under the authority and responsibility of the Type Commanders with decentralized line execution by Squadron and Division Commanders.

10. Antisubmarine Warfare Training For Reserve Crews Can be Improved. Inter-type training for the Surface Antisubmarine Warfare Components, Air Antisubmarine Warfare Components and Submarine Components of the Selected Reserve may be likened to a triangle. In general, the considered opinion is that inter-type training of surface and air units has accelerated their readiness training within feasible limits. ⁹ The remaining leg of the inter-type triangle is the submarine service's inability to

provide satisfactory progress toward achieving this increased antisubmarine warfare combat readiness. A program for a minimum of one Group I submarine, manned by a reduced crew and assigned a mission similar to that which has been assigned to Group I destroyers (provide afloat training to Selected Reservists of the Submarine Program and Submarine Reserve Crews) would greatly improve the antisubmarine warfare capabilities of Reserve Crews. The present concepts of training and mobilization of each component need not change. Such assignments of Group I submarines would greatly increase the advancement of the Selected Reserve in attaining the goal of combat readiness for all three sections of antisubmarine warfare training.

11. The Material Readiness of Group II Ships Will Improve.

The material readiness of Group II destroyer escorts is primarily determined by: (1) age of ships, (2) degree of modernization prior to transfer to "In Service" status, (3) level of funding for restricted and technical availability, and operating and maintenance expenses, and (4) capability, initiative and ingenuity of the Officer-in-Charge (Lieutenant), his Engineer Officer (Ensign), and his thirty nine Active Duty Nucleus Crew. Funding for restricted availabilities has been at an austere level. Very few Group II ships were able to improve their material spare parts level because of the limited operation and maintenance funds

available to them. The net result has been a slow decline in material readiness.

All of the Group II destroyer escorts are of the same vintage--eighteen years or older. In an effort to offset this gradual decline, and to overcome the obsolete equipment situation, the Chief of Naval Operations plans to replace Group II destroyer escorts with ships from the active fleet when they become available, as new construction ships enter the fleet.

Assignment to the active fleet for the twelve month active duty period will do much to improve the material condition of these ships.

CHAPTER III

MAJOR ROLES AND OPERATIONAL TRAINING

Chapter I presented a set of definitions to the reader in order that he might become acquainted with concepts and units as applied to the organization for the training of Reserve Crews of the Antisubmarine Warfare Component of the Selected Reserve. It now becomes the task to place these concepts and units into their present context in order that training relationships can be established. By this process inherent weaknesses in organizational relationships and training policies may be observed.

The Naval Reserve Training Command was established in 1956 to direct, supervise, inspect and evaluate training and administration of all Naval Reserve Units. Policies and procedures concerning the conduct of training afloat for Antisubmarine Warfare Components of the Selected Reserve were established. Standardized and improved procedures, and delineation of responsibilities in the area of afloat training were promulgated to Naval District Commandants. Each Commandant in his supervision of Reserve Training ships under his jurisdiction was to insure compliance with the policies outlined.

1. The Role of the Naval District Commandant. The Commandant is charged with the effective military command, operations, administration and training of Group II Reserve Crews. He is

— Military Command

- - - Coordination

- - - Management Control, Advice and Assistance

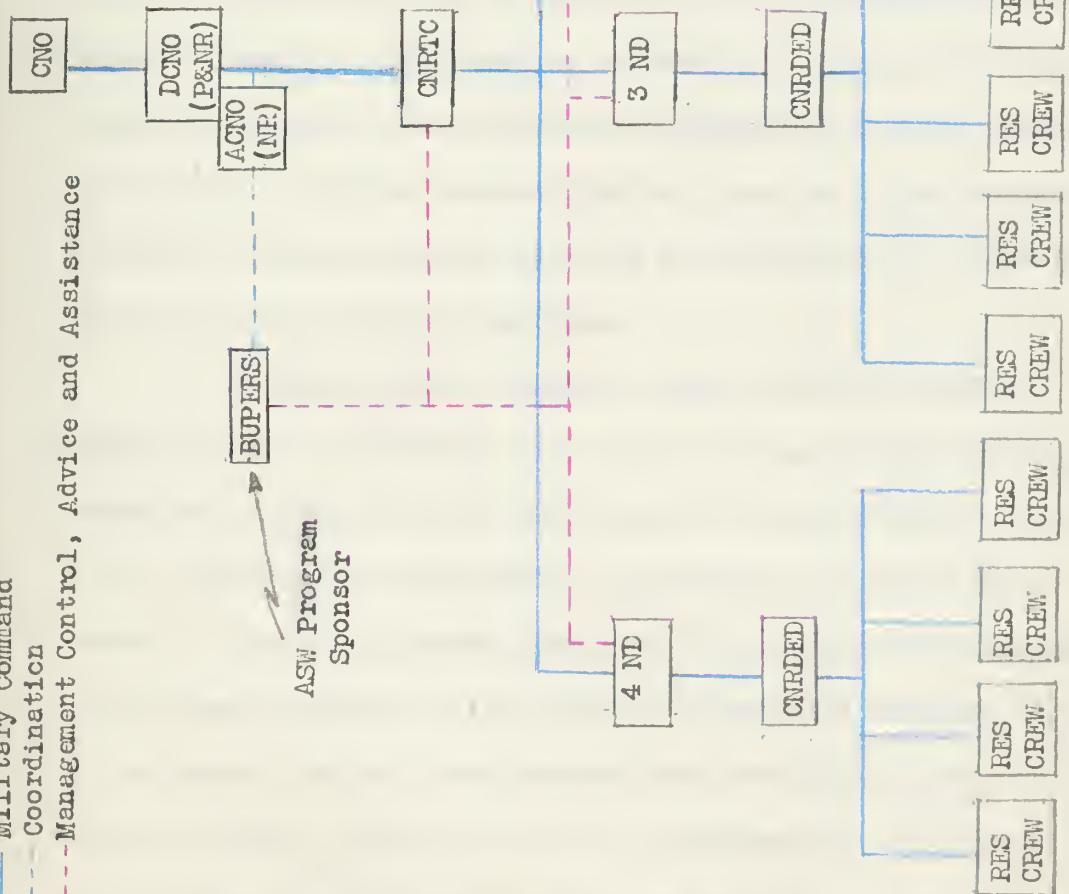
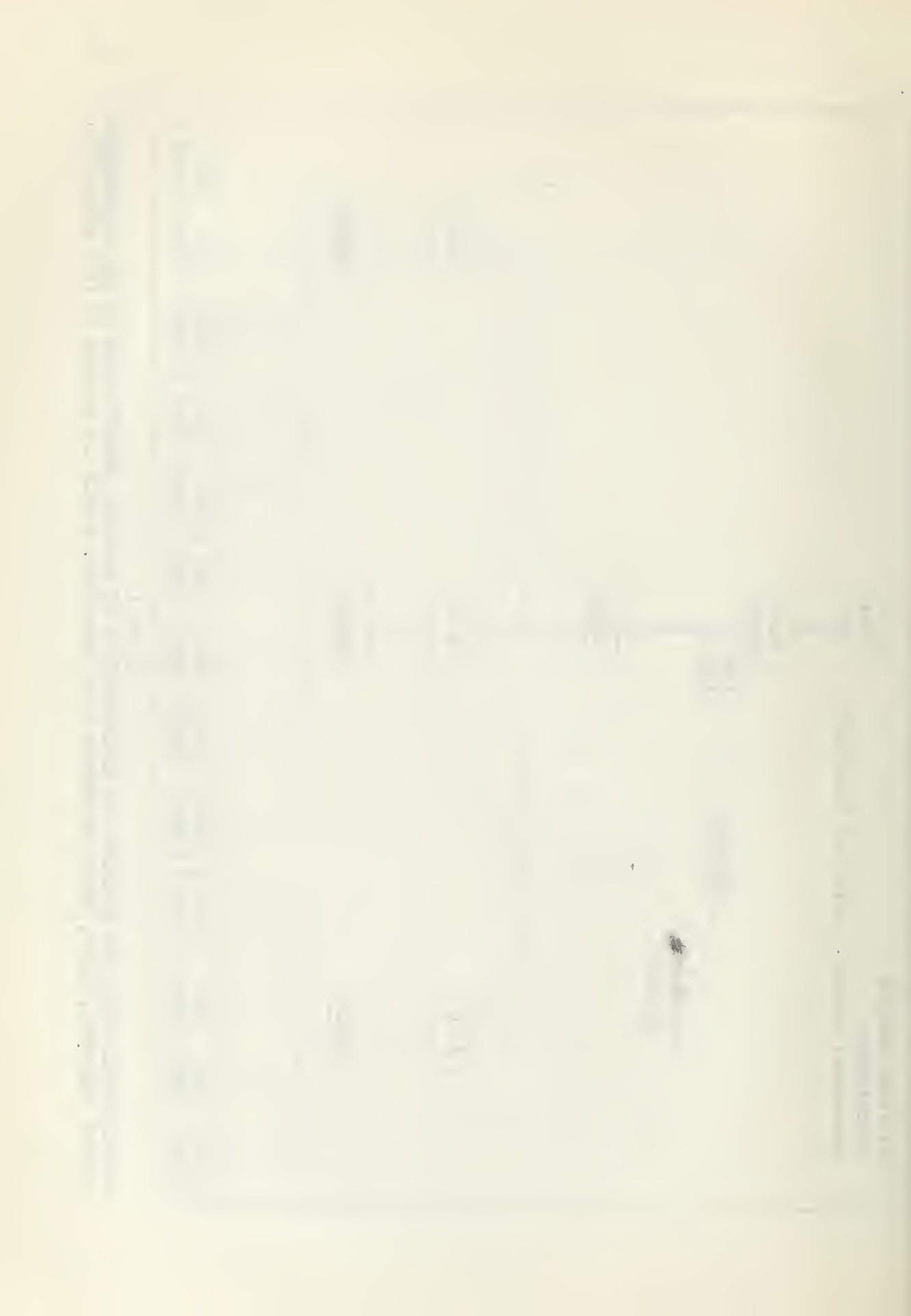


FIGURE 1

ORGANIZATIONAL CHART FOR TRAINING AND ADMINISTRATION OF SELECTED RESERVE CREWS OF THE ANTISUBMARINE WAREFARE COMPONENT, FIRST, THIRD AND FOURTH NAVAL DISTRICTS. NOTICE THE ABSENCE OF TYPE COMMANDERS.



responsible for the material maintenance of these ships and receives Bureau of Ships funds established for this purpose. It is to be recalled that the Group I destroyer and its Active Duty Nucleus Crew remains under the administrative control of the Type Commander. Group I ships report to the Commandant for Reserve Crew training matters. It is in this area that the first objection is presented: the Naval District staff, living outside the destroyer and antisubmarine warfare environment, should not be given the authority and responsibility for preparing and executing training programs for the Antisubmarine Warfare Component of the Selected Reserve. Antisubmarine warfare, with its combinations of destroyers, aircraft and antisubmarine-submarine weapons systems is so dynamic that the absence from the scene by a practitioner for only a few short months may find him wanting in the application of new or proposed principles.

On 7 January 1961, Commander, Naval Reserve Training Command, found it necessary to propose that each Naval District Commandant receive periodic briefings by his Naval Reserve staff on the status and progress within his district of the various aspects of the Naval Reserve Program. The purpose of the suggested briefing was twofold: (1) to keep the Commandant informed, and (2) to ensure that all staff members are continually aware of the overall picture. Staffs tend to be compartmented. The inevitable is often lack of coordination, wasted effort, lowered

effectiveness. The question is raised as to whether this is the proper organization to be given authority and responsibility for training Reserve Crews of the Antisubmarine Warfare Component.

2. The Role of the Naval Reserve Destroyer Escort Division Commander. One Naval Reserve Destroyer Escort Division Commander, a Selected Reserve Captain, is authorized for each Naval District. His Division Staff is composed of three officers and appropriate enlisted ratings. The Division Commander is charged especially with the training and supervision of all Reserve Crews located within his Naval District. He must: (1) actively supervise afloat training, (2) normally act as Officer-in-Tactical-Command for all Naval Reserve Training ships training in company, including Group I ships in the area, (3) prepare and execute all operation orders, and (4) perform required inspections for Group II destroyer escorts as directed by the Commandant. He is not directly concerned with maintaining material conditions of these ships, this responsibility being assumed by the District Commandant. His primary responsibility is to maintain the personnel readiness of the destroyer escort Reserve Crews.

3. Weekend Operational Training and Evaluation. Most criticism concerning weekend operational training of the Reserve Crews have been voiced by Commanding Officers of Group I destroyers who report to Naval Reserve Destroyer Escort Division Commanders for weekend Reserve Crew training. The destroyer captains

complain that the tempo of training is too slow. A total of thirty nine Group I ships participated in seventeen Fleet Exercises while simultaneously engaged in Fleet Augmentation Component annual Active Duty for Training cruises during fiscal year ¹ 1961. Reserve Destroyer Squadron Commanders performed the normal functions of Officer-in-Tactical-Command and Screen Commander. Performance was admirable and many favorable comments were received. For example, Commander Task Group 81.4 stated:

EXERCISE SLAMEX. PRIOR TO DETACHMENT OF OUR RESERVE SHIPS I WOULD LIKE TO EXPRESS MY WELL DONE TO THE U. S. NAVY RESERVE SEA/AIR TEAM OF THE IN SHORE AREA. I AM SURE SEAWOLF² WILL REMEMBER YOU AND SLAMEX 1-60. RADM GRAIG SENDS

Constant training has developed skilled operational teams among the Active Duty Nucleus Crews of these ships. Group I Reserve Crews have benefited from the experiences of the Active Duty Nucleus Crews and have shown steady progress in developing similar skills. Nevertheless it is the opinion of the destroyer commanding officers that their progress could be even greater if the quality of weekend operations were improved. Of major concern to them was the apparent failure of the Naval Reserve Destroyer

1

Naval Reserve Training Command, Annual Report Fiscal Year 1961 of the Naval Reserve Program. (Omaha, Nebraska: Naval Reserve Training Command, 1961), p. 17.

2

CTG 81.4 Naval Message 051616Z of 3 Dec 1960.

Escort Division Commanders to issue anything even comparable to a Division Long Range Training Program, a training program that could be progressively pursued to its successful completion. One monthly operation, as currently conceived, does not attempt to correct errors made the previous month, does not create problems to be accomplished during the current weekend operation, fails to develop problems to be worked up in the coming months. Failure of Division Commanders to utilize to the maximum what little submarine services are made available to their units, and to use the time aggressively, breaks spirits.

Little is being accomplished in the area of control of antisubmarine warfare aircraft, yet most weekend operating areas are within convenient rendezvous distance from Naval Air Stations supporting Selected Reserve Antisubmarine Warfare Components (Air).

The Division Commander, as line supervisor for Reserve Crew training, must develop weekend operations orders for his unit that will support the unit's mission. By careful planning, alert operations and exercising at new tactics, weekend training can be made a challenge. Steaming in Division formation or in simple screen formation must not become the order of the day. "The business of hunting down foreign submarines has become so fantastically complicated that it must have intelligent workmen... Send me more smart people", remarked Vice Admiral John S. Thach,

Commander, Antisubmarine Warfare Force, Pacific, recently.

4. Operational Training and Evaluation. The avowed purpose of the Operational Training and Evaluation Period is to provide the best training possible and to afford an opportunity for the evaluation of the performance of the Reserve Crews embarked on annual two weeks Active Duty for Training. The evaluation is made of the Reserve Crew integrated with the Active Duty Nucleus Crew. In essence, it is a measure of the effectiveness of the single crew that will sail the ship to war. Commander, Naval Reserve Training Command, has stated that this training period must be a highly concentrated period of training with major emphasis being placed on antisubmarine warfare when not scheduled with a Fleet Training Group.⁴ Transit time, up to four days each way, and provision for a liberty port visit, limits the actual training time with the Fleet Training Group to six days. These six days are spent conducting and evaluating standard departmental exercises and is climaxed by an Operational Readiness Battle Problem. All supervision and evaluation is performed by observers from the Fleet Training Command.

The concept of annual Operation and Evaluation at Fleet Training Commands is being criticized more and more by Commanding

3

News item in the Navy Times, February 21, 1962.

4

Supra., p.

Officers of Naval Reserve Training ships and Commanding Officers of Reserve Crews. The high quality of the training offered by Fleet Training Commands can hardly be disputed. The continued consecutive training of Reserve Crew annual Active Duty for Training at Fleet Training Commands detracts from operational training. Not only does the rigor of the condensed training and the accomplishment of standard exercises become old hat to the crew but operational training in the sense of Task Group Exercises are forgone. As a result of requiring annual training to be conducted by Fleet Training Commands opportunities for participating in submarine opposed escort of convoy, and close-in defense of submarine launched missile exercises under around the clock conditions are denied them--the very operations for which they should train.

Errors of omission and commission exist. Omitted is the influence of the Type Commander as the expert, offering, through his integrated line and staff organization, centralized policies and plans; committed is the authority to perform this function given to ten Naval District Commandants. Omitted are Fleet Operational Exercises; committed are consecutive annual periods of training at Fleet Training Commands.

CHAPTER IV

RECOMMENDATIONS

As in any undertaking there is a tendency among individuals to want to institute major changes in order to produce rapid improvement. Because of a degree of dissatisfaction with some aspects of the program the tendency is to drop everything, to reorganize and start over. A change made to remedy one defect will often produce another, perhaps even one more serious, and often in an unforeseen manner. Furthermore, changes are often difficult to implement. For our basic course in correcting shortcomings discussed in the previous chapter, the long range view is adhered to--strive to diminish present problems, seek gradual improvement, pursue long term gains with good reasons for confidence that the concept of Selected Reserve Crews of the Anti-submarine Warfare Component is a sound one.

The position taken in this chapter for improving the training of Reserve Crews follows the natural laws of evolution. Cumbersome procedures in the area of control and supervision of Reserve Crew training should be eliminated in favor of desirable benefits. The changes, if made, would formalize all functions of Reserve Crew training under the authority of the Type Commander.

1. That the Type Commanders be Given Administrative Control of Group II Destroyer Escorts. Noticeable absent from any formal position in the organization for the training of Reserve Crews of the Antisubmarine Warfare Component are the Type Commanders. By definition they exercise administrative command of destroyers and destroyer escorts and issue instructions standardizing operations, maintenance and training of destroyer officers and men. They lay down lines of actions to be followed and plans to be developed. The Type Commanders are assigned the authority and responsibility for performing these functions in order that they may develop, maintain and perfect the operational readiness of forces assigned to them.

In order to accomplish this goal the Fleet Organization with its centralized policies and controls, has been adhered to. Yet, twenty seven destroyer escorts of the Antisubmarine Warfare Component are currently exempt from this authority; twenty seven destroyer escorts that will be absorbed by the Type Commander upon mobilization.

Commander, Destroyer Force, United States Atlantic Fleet and Commander, Cruiser-Destroyer Force, United States Pacific Fleet should be given administrative control of all Group II destroyer escorts and they should retain such control of Group I destroyers. To support the maintenance of Group II destroyer

escorts, which should revert to "In-Service" status upon release from their present mobilization assignments, it will be necessary to make available to the Type Commanders Bureau of Ships funds previously available to the District Commandants for this purpose.

The advantages to be gained from this centralized administrative control are:

- a. The responsibility for the material conditions of all destroyer escorts of the Selected Reserve Force will be centralized under a common authority conscious of the mission requirements of these ships.
- b. Funding and scheduling of destroyer tender availabilities for material maintenance and improvements will be workable under the control of the Type Commander also having the control of the tender.
- c. Higher standards of material readiness can be maintained through the guidance of the Type Commanders' Staff Material Officers.
- d. The Type Commanders will be conscious of the material conditions of these ships.

2. That the Type Commanders be Given the Authority and Responsibility for Reserve Crew Training. The present policy of placing the authority and responsibility for the training of Antisubmarine Warfare Component Reserve Crews within the structure of Naval Shore Establishments far removed from the destroyer

and antisubmarine warfare environment is not compatible with the mission of the units to be trained. Naval Reserve Destroyer Escort Division Commanders require the services of experts thoroughly conditioned to destroyer operations. Standard training policies and plans equally applicable to all Reserve Crews in each Naval District supporting such crews are necessary in order that all may pursue a common objective.

Commander, Destroyer Force, United States Atlantic Fleet and Commander, Cruiser-Destroyer Force, United States Pacific Fleet should be given the authority and responsibility for the training of Reserve Crews of the Antisubmarine Warfare Component.

The advantages to be gained from the adoption of such a proposal are:

- a. Standard requirements and procedures for the conduct of operational training of Reserve Crews will be programmed by a common authority proficient in destroyer operational developments.
- b. Reserve Crews and their Division Commanders will be required to adhere to Long Range Training Programs designed to progressively improve operational readiness.
- c. The operational readiness of each Reserve Crew may be evaluated relative to the operational readiness of all other Reserve Crews within the Force, such evaluation conforming to a common standard.

- d. Reserve Crews will be motivated by the environment of the Type Commander.
- e. Reserve Crews will have an identification with the Destroyer Forces rather than with the Shore Establishment.
- f. The Type Commanders and staffs will become conscious of the Reserve Crews.

3. That the Line Authority of the Type Commanders Shall Extend to Reserve Crews Through the Reserve Destroyer Squadron Commanders and Division Commanders. The absence of Reserve Destroyer Squadron Commanders from playing an active part in the training of Reserve Crews is unfortunate. The Squadron Commanders are currently responsible to Naval District Commandants for the conduct of Surface Augmentation Program afloat training. Although the Commandant, to whom operational control of a Fleet Augmentation Component cruise has been delegated, is responsible for planning and preparing the cruise operation order, working agreements have developed between the Commandants and Squadron Commanders to avoid this cumbersome arrangement. These agreements were determined upon the realization that Squadron Commanders had a better knowledge of their ships' capabilities and intership service requirements than did the Commandants. With first hand knowledge of his units' capabilities, and a thorough understanding of the destroyer climate, it was obvious to the Commandants that

the logical source of operation orders should be the Squadron Commanders. It is suggested that the Reserve Destroyer Squadron Commanders, experienced in afloat training of Selected Reservists of the Fleet Augmentation Component, and having knowledge gained through participation in Fleet Exercises, be utilized to the advantage of the Naval Reserve Destroyer Escort Division Commanders and Reserve Crews. To this end certain modifications of present relationships and structures are necessary. The following is required:

- a. That there be established in each Reserve Destroyer Squadron a Reserve Destroyer Division to be composed of all Group I destroyers of the parent squadron homeported in a particular Naval District. Attached to this division for administrative purposes shall be all Group II destroyer escorts located within that same Naval District.
- b. The billet of Reserve Destroyer Division Commander shall be additional duty for the senior commanding officer, Group I destroyer. No active duty Division staff officers are contemplated.
- c. The rank of the present Naval Reserve Destroyer Escort Division Commander be reestablished at the Commander level, and that the billet be redesignated as Prospective Naval Reserve Destroyer Escort

Division Commander, and that his staff officer structure be adjusted to that of an active Destroyer Escort Division.

- d. That the newly established Prospective Naval Reserve Destroyer Escort Division Commander and staff be attached to the Reserve Destroyer Division Commander for training, to act as his staff for the administration of Group II ships and operational training of Group I and Group II Reserve Crews.

The advantages accruing from forming Reserve Destroyer Divisions with Prospective Naval Reserve Destroyer Escort Division Commanders and Group II destroyer escorts attached are:

- a. All Reserve Crews will be under the administrative control of a Squadron Commander and shall conform to Squadron standards.
- b. A Squadron Long Range Training Program in accordance with policies established by the Type Commander will take precedence in developing Reserve Crew proficiency.
- c. Operation orders for weekend training operations will be developed by Prospective Naval Reserve Destroyer Escort Division Commanders under the guidance and direction of Reserve Destroyer Squadron

or Division Commanders thus affording them planning experience.

- d. Greater cooperation and unity of purpose will result from the fusion of Group I and Group II Naval Reserve Training ships under a common Squadron organization.
- e. A greater degree of aggressiveness in the planning and execution of weekend operations is possible under the leadership of active duty Destroyermen.
- f. Tactics and skills developed in Group I ships through their participation in Fleet Exercises can be introduced into weekend operational training.
- g. Such an organization will be more conducive to the rotation of officers and men of the Reserve Crews to positions of higher responsibility within other Reserve Crews of the Division.

4. That Annual Operation and Evaluation of Reserve Crews Not be Limited to Fleet Training Commands. The participation by Reserve Crews in Refresher Training conducted by Fleet Training Commands is considered to be necessary in order to develop team skills and proficiency in procedures. The controlled conditions under which such training is conducted is ideal for the purpose. However, there are drawbacks to a concept that consecutive annual Operations and Evaluation Periods must continue to follow the

same pattern. Morale of Reserve Crews will suffer if they are to continue to perform their annual Active Duty for Training at Fleet Training Commands. This comment was offered by a staff officer of Naval Reserve Destroyer Escort Division THIRTEENTH Naval District upon completion of that Division's annual Active Duty for Training, Fiscal Year 1962.¹ His Division Commander proposed that opportunities be provided for Group II ships of more than one Naval District to cruise in company. "It is important that ships be enabled to compare their training progress with other ships in the Selected Reserve Program. Additional ships would also provide opportunity for kinds of training which at present can only be simulated because of limited numbers of available ships."²

Annual Active Duty for Training performed by Reserve Crews of the Antisubmarine Warfare Component should be of two basic types:

- a. Operational Training and Evaluation as is currently offered by Fleet Training Commands.

1

LCDR Carl E. Swenson, USNR-R, Cruise Coordinator's Report, Reserve Training Cruise 7H-RC. 15 August 1961.

2

Commander, Naval Reserve Destroyer Escort Division, THIRTEENTH Naval District, OTC's Summary Report for Reserve Training Cruise 7H-RC. 20 August 1961

- b. Participation by Reserve Crews in Fleet Exercises specifically designed and scheduled for Group I and Group II Reserve Crews.

In order that maximum benefits may be derived from the above recommendation a three year training cycle is envisioned. A Reserve Destroyer Division with attached destroyer escorts would train one year at a Fleet Training Command and then participate in two consecutive annual Reserve Crew Fleet Exercises. It must be stipulated that as far as possible all Reserve Crews within the Type Command should perform their annual Active Duty for Training during the same calendar period in order that ships in sufficient numbers can be made available for Fleet Exercises. On the two off years all Divisions not training at the Fleet Training Commands would join a common Task Group for Fleet Operational Training and Evaluation.

The advantages of adopting such a training cycle are:

- a. Consecutive periods of Annual Active Duty for Training at Fleet Training Commands would be avoided.
- b. Fleet operational experience would be introduced into Reserve Crew Training.
- c. Prospective Naval Reserve Destroyer Escort Division Commanders would receive training and experience in operational planning.

- d. Annual Long Range Training Programs as issued by the Reserve Destroyer Squadron and Division Commanders would direct the training toward Fleet Operations.
- e. Training during the Fleet Operations periods would not be delayed because of excessive transit times required enroute to some Fleet Training Commands.
- f. Evaluation of Reserve Crews would be mission oriented during the Fleet Exercise period rather than continue to be exercise oriented.
- g. The Type Commander would be afforded an opportunity to measure Reserve Destroyer Squadrons and Divisions and attached Naval Reserve Destroyer Escorts against the performance of active Squadrons and Divisions.

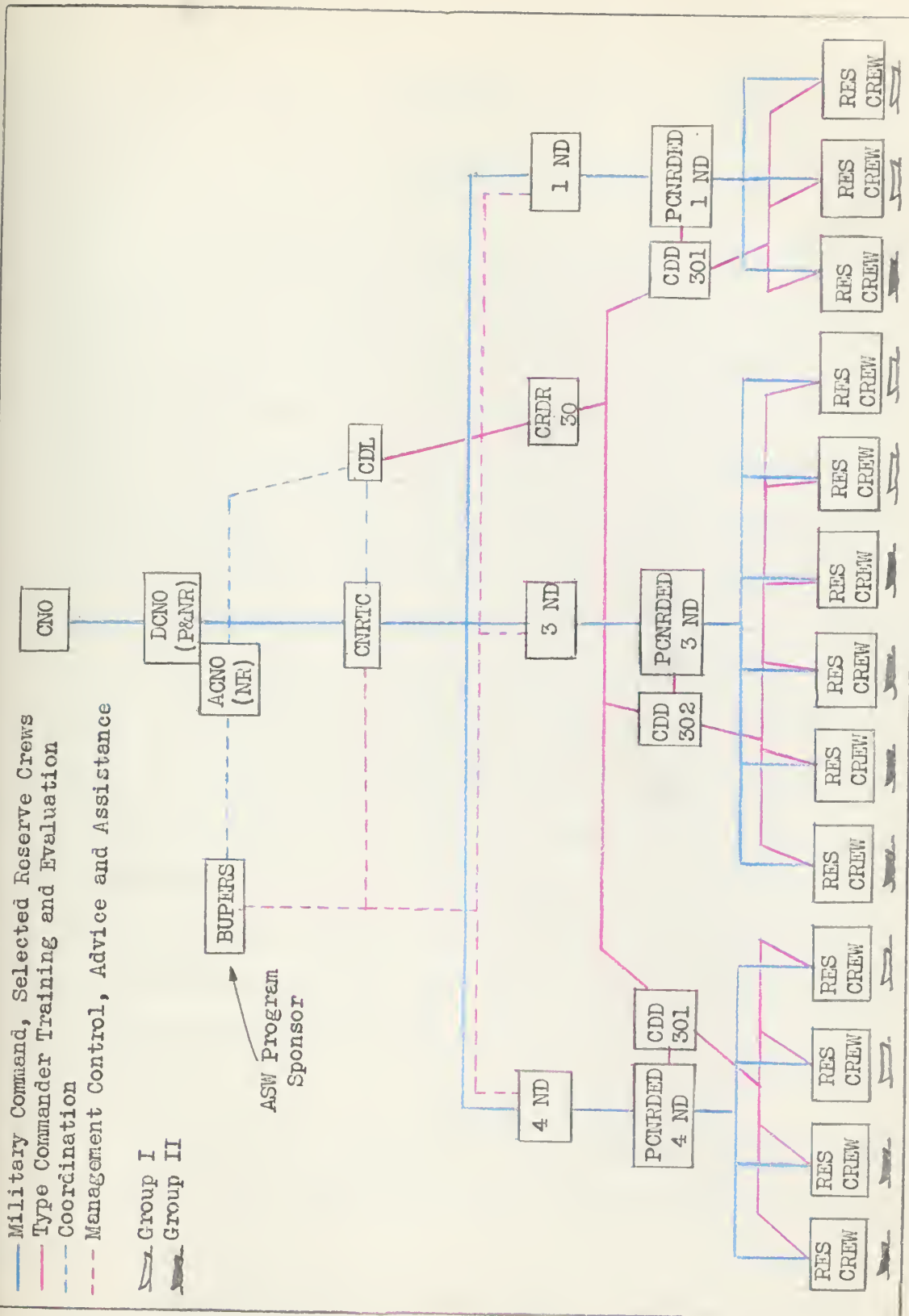


FIGURE 2

PROPOSED ORGANIZATION CHART SHOWING COMMANDER DESTROYER FORCE, U.S. ATLANTIC FLEET'S AUTHORITY AND RESPONSIBILITY FOR THE OPERATIONAL TRAINING AND EVALUATION OF SELECTED RESERVE CREWS OF THE ANTI-SUBMARINE WARFARE COMPONENT, FIRST, THIRD AND FOURTH NAVAL DISTRICTS.

CHAPTER V

SUMMARY

The history of the acceptance of new theories shows the following steps: at first the new idea is treated as pure nonsense, not worth looking at. Then comes a time when a multitude of contradictory objections are raised, such as: the new theory is too fancy, or merely a new terminology; it is not fruitful, or simply wrong. Finally a state is reached when everyone seems to claim that he had always accepted this theory. This marks¹ the last state before general acceptance.

The proposals introduced in this paper for centralization of the training function as applied to Reserve Crews may to some appear to be drastic. No doubt many dissenting voices will clamor for the maintenance of the status quo rather than for mission accomplishment. "The area for the Type Commander to get involved in is the area...of standards, both material and professional", wrote Captain Howard Duff, Deputy Chief of Staff for Naval Reserve and Training, THIRTEENTH Naval District in a letter addressed to the author.

Submarine Force Commanders already provide excellent cooperation and take a strong and active interest in supporting the

Submarine Program. Each has on his staff an Assistant Chief of Staff for Naval Reserve. All Active Duty for Training for Submarine Reservists is provided by the Force Commanders. In Submarine Force, United States Atlantic Fleet each Reserve Submarine Division is now visited regularly by the nearest Submarine Squadron Commander. The Mine Force Commanders similarly provide excellent assistance and cooperation in supporting the Mine Warfare Components of the Selected Reserve.

Those objecting to the proposal of reorganizing the Selected Reserve Crews into Reserve Destroyer Divisions with destroyer escorts attached may point out that control of Selected Reserve Crews is being taken away from the Naval District Commandants in favor of the Type Commanders' supervision. It must be observed that this Division concept relates only to personnel and material readiness of the ships and Reserve Crews. It is true that the Naval Reserve Destroyer Escort Division Commander billet has been recommended to be reestablished at the Commander level, in keeping with the responsibilities of the billet.

The reporting by the recommended Prospective Naval Reserve Destroyer Escort Division Commander to the Reserve Destroyer Division Commander for training provides Fleet contact for the Escort Division Commander as opposed to his reporting to the Shore Establishment.

Other objections to be raised might be in the area of command relations and fitness reports, annual competition scoring of Reserve Crews incident to the awarding by Commander, Naval Reserve Training Command of the Navy "E" for Excellence in Battle Competition and other similar administrative items. The resolution of these problems are left to the administrators, for they properly should be solved by administrators. The task at hand is to provide coordination in the training of the Selected Reserve Antisubmarine Warfare Components under the Destroyer Force Commanders.

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APPENDIX

APPENDIX A

OFFICIAL NAVY MOBILIZATION ORDERS TO ACTIVE DUTY - TYPE A

NAME (last, first, middle initial) RANK/RATE FILE/SERV. NO.

HOME ADDRESS

(Seal of the Department
of the Navy)In accordance with the provisions of paragraph 2 (reverse
side) you are directed to report as follows:

DETAIL:

NAVPERS 2637 (New 4-58)

FOR CIVIL DEFENSE/MILITARY AUTHORITY

The bearer of this card holds FIRST PRIORITY mobilization assignment in the U.S. Naval Establishment. Possession of these orders and proper Uniformed Services Identification Card constitutes authority for passing through Civil Defense/Military zones enroute to his duty station.

Commercial Air Priority II
authorized in compliance
with these orders.

Signature of holder
(Orders not valid if unsigned)

These orders subject to cancellation and/or reissue
by issuing authority at any time and shall be returned
promptly when directed.

Upon first knowledge of an emergency, tune your
radio to 640 or 1240 KCS.

KEEP THIS CARD WITH YOU AT ALL TIMES

Official Navy Mobilization Orders to Active Duty - Type A (Obverse)

From:

To: Person identified on reverse side.

Subj: Mobilization orders.

1. These orders cancel and supercede any previous orders or instructions you may have received from any source regarding your mobilization assignment.

2. UNDER THE FOLLOWING CONDITIONS you are ordered to extended active Naval duty and will report immediately as indicated on the reverse side of these orders:

(a) AUTOMATICALLY, without further directive, in the event of enemy attack upon the continental United States or upon the execution of a general mobilization, or.....

(b) In the case of a limited emergency, ONLY WHEN FURTHER DIRECTED by the issuing authority or other appropriate Naval Authority.

3. These orders are to be complied with ONLY under the conditions stated above which will be announced by means of CON-ELRAD, or other news media or individual notification.

4. In the event your reporting station, as indicated on the reverse of these orders, is destroyed or you are otherwise unable to report as ordered, you will report to the nearest Naval Activity for additional instructions.

5. NOTE: For Military Transportation Officers and Disbursing Officers. In complying with these orders, the holder is authorized to travel at his own expense, subject to reimbursement by the government. Travel via privately owned conveyance, military or commercial aircraft, train or bus, is authorized. Where alternate means of travel are available, the most direct and expeditious mode will be used. Commercial Air Priority II is authorized in compliance with these orders. Endorsements, travel documents and disbursing vouchers will cite current year appropriation data for ACTIVE DUTY PERSONNEL.

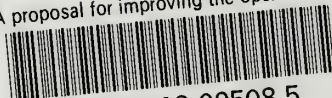
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